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THE WHITE HOUSE

WASHINGTON

1963 AUG 20 AM 10

August 21, 1963

OFF SECY OF DEFENSE

MEMORANDUM TO THE

HEADS OF ALL EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Establishment of the National Communications System

The President has directed the establishment of a National Communications System (NCS) to provide better communications support to critical functions of government. Attachment 1 advises the Heads of Departments and Agencies of this action and designates the Director of Telecommunications Management as Special Assistant to the President for Telecommunications to advise and assist him with respect to communications requirements and plans for the NCS.

The President has further directed that on an interim basis his Special Assistant for Science and Technology shall perform the functions assigned to the Director of Telecommunications Management concerning the establishment of a National Communications System.

McGeorge Bundy

Attachments:

1 - Memorandum from the President--August 21, 1963

2 - Procedures and Working Relationships for the National Communications System--August 21, 1963

3 - Statement of Initial Tasks Assigned to the Manager of the National Communications System--August 6, 1963

NOTE: This copy is annotated to show changes to be made in Executive Order 11556.

SecDef Cont. No. 464

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Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

MEMORANDUM FOR: [redacted] 25X1

Attached for your information is the President's Memorandum on Establishment of the NCS. Note that it has been annotated in accordance with E. O. 11556 which established OTP.

[redacted] 25X1

1 Oct. 1971
(DATE)

FORM NO. 101 REPLACES FORM 10-101
1 AUG 54 WHICH MAY BE USED. (47)

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

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ATTACHMENT 1

PRESIDENT's MEMORANDUM

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THE WHITE HOUSE

WASHINGTON

August 21, 1963

MEMORANDUM TO THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Establishment of the National Communications System

Concept and Objectives

In order to strengthen the communications support of all major functions of government there is need to establish a unified governmental communications system which will be called the National Communications System (NCS). It shall be established and developed by linking together, improving, and extending on an evolutionary basis the communications facilities and components of the various Federal agencies.

The objective of the NCS will be to provide necessary communications for the Federal Government under all conditions ranging from a normal situation to national emergencies and international crises, including nuclear attack. The system will be developed and operated to be responsive to the variety of needs of the national command and user agencies and be capable of meeting priority requirements under emergency or war conditions through use of reserve capacity and additional private facilities. The NCS will also provide the necessary combinations of hardness, mobility, and circuit redundancy to obtain survivability of essential communications in all circumstances.

Initial emphasis in developing the NCS will be on meeting the most critical needs for communications in national security programs, particularly to overseas areas. As rapidly as is consistent with meeting critical needs, other Government needs will be examined and satisfied, as warranted, in the context of the NCS. The extent and character of the system require careful consideration in light of the priorities of need, the benefits to be obtained, and the costs involved.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Although no complete definition of the NCS can be made in advance of design studies and evolution in practice, it is generally conceived that the NCS would be comprised primarily of the long haul, point-to-point, trunk communications which can serve one or more agencies.

The President has directed the following organizational arrangements relating to the establishment and effective operation of the NCS.

Executive Office Responsibilities

~~In carrying out his functions pursuant to Executive Orders 10705 and 10995 and under this memorandum,~~ the Director of Telecommunications ~~Management~~ Policy shall be responsible for policy direction of the development and operation of the National Communications System. ~~In this capacity, he shall also serve as a Special Assistant to the President for Telecommunications and shall:~~ and shall:

a. Advise with respect to communication requirements to be supplied through the NCS; the responsibilities of the agencies in implementing and utilizing the NCS; the guidance to be given to the Secretary of Defense as Executive Agent for the NCS with respect to the design and operation of the NCS; and the adequacy of system designs developed by the Executive Agent to provide, on a priority basis and under varying conditions of emergency, communications to the users of the NCS.

b. Identify those requirements unique to the needs of the Presidency.

c. Formulate and issue to the Executive Agent guidance as to the relative priorities of requirements.

d. Exercise review and surveillance of actions to insure compliance with policy determinations and guidance.

e. Ensure that there is adequate planning to meet future needs of the NCS.

f. Assist the President with respect to his coordinating and other functions under the Communications Satellite Act of 1962 as may be specified by Executive Order or otherwise.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

In performing these functions, the ~~Special Assistant to the President for Telecommunications~~ Director of the Office of Telecommunications Policy will work closely with the Special Assistant to the President for National Security Affairs; he will consult with the Director of the Office of Science and Technology and the Director of the Bureau of the Budget, as appropriate; will establish arrangements for inter-agency consultation to ensure that the NCS will meet the essential needs of all Government agencies; and will be responsible for carrying on the work of the Subcommittee on Communications of the Executive Committee of the National Security Council which is hereby abolished. In addition to staff regularly assigned, he is authorized to arrange for the assignment of communications and other specialists from any agency by detail or temporary assignment.

The Bureau of the Budget, in consultation with the ~~Special Assistant to the President for Telecommunications~~ Director of the Office of Telecommunications Policy, the Executive Agent and the Administrator of General Services, will prescribe general guidelines and procedures for reviewing the financing of the NCS within the budgetary process and for preparation of budget estimates by the participating agencies.

Executive Agent Responsibilities

To obtain the benefits of unified technical planning and operations, a single Executive Agent for the NCS is necessary. The President has designated the Secretary of Defense to serve in this capacity. He shall:

a. Design, for the approval of the President, the NCS, taking into consideration the communication needs and resources of all Federal agencies.

b. Develop plans for fulfilling approved requirements and priority determinations, and recommend assignments of implementation responsibilities to user agencies.

c. Assist the user agencies and the General Services Administrator with respect to the Federal Telecommunications System to accomplish their respective undertakings in the development and operation of the system.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

d. Allocate, reallocate, and arrange for restoration of communications facilities to authorized users based on approved requirements and priorities.

e. Develop operational plans and provide operational guidance with respect to all elements of the NCS, including (1) the prescription of standards and practices as to operation, maintenance, and installation; (2) the maintenance of necessary records to ensure effective utilization of the NCS; (3) the request of assignments of radio frequencies for the NCS; (4) the monitoring of frequency utilization; and (5) the exercise and test of system effectiveness.

f. Within general policy guidance, carry on long range planning to ensure the NCS meets future Government needs, especially in the national security area, and conduct and coordinate research and development in support of the NCS to ensure that the NCS reflects advancements in the art of communications.

The Secretary of Defense may delegate these functions within the Department of Defense subject at all times to his direction, authority, and control. In carrying out his responsibilities for design, development and operation of the NCS, the Secretary will make appropriate arrangements for participation of staff of other agencies.

Responsibilities of the Administrator of General Services

The Federal Telecommunications System, established with the approval of the President under authority of the Federal Property and Administrative Services Act of 1949, as amended, to provide communications services to certain agencies in the Fifty States, the Commonwealth of Puerto Rico and the Virgin Islands, shall be a part of the NCS and shall be implemented and developed in accordance with approved plans and policies developed pursuant to this memorandum. The Executive Agent and the Administrator of General Services shall be responsible for establishing arrangements to avoid duplication in requests for cost, traffic, and other information needed from agencies served by the FTS.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Nothing contained herein shall affect the responsibilities of the Administrator of General Services under the Federal Property and Administrative Services Act of 1949, as amended, with respect to the representation of agencies in negotiations with carriers and in proceedings before Federal and state regulatory bodies; prescription of policies and methods of procurement; and the procurement either directly or by delegation of authority to other agencies of public utility communications services.

Agency Responsibilities

All agencies are directed by the President to cooperate with and assist the ~~Special Assistant to the President for Telecommunications~~ Director of the Office of Telecommunications Policy, the Executive Agent, and the Administrator of General Services in the performance of the functions set forth above.

This memorandum shall be published in the Federal Register.

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Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

ATTACHMENT 2

PROCEDURES & WORKING RELATIONSHIPS

Attachment: Initial Tasks

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OFFICIAL USE ONLY

21 August 1963

PROCEDURES AND WORKING RELATIONSHIPS FOR THE NCS

Reference: Memorandum to the Heads of Executive Departments and Agencies, 21 August 1963, Subject: Establishment of the National Communications System

1. This memorandum outlines procedures and working relationships to apply initially in implementing the National Communications System (NCS) as established by referenced memorandum. Like the NCS itself, the relationships and procedures must be evolutionary. These procedures, taken together with the reference are designed to guide and assist the Agencies in planning their participation in the NCS.

SPECIAL ASSISTANT TO THE PRESIDENT FOR TELECOMMUNICATIONS

2. Pending the appointment of a Director of Telecommunications Management, who, as provided in referenced memorandum, shall also serve as Special Assistant to the President for Telecommunications, Dr. Jerome B. Wiesner has been designated to perform on an interim basis the functions pertaining to the NCS assigned to the Special Assistant.

STAFF SUPPORT TO THE EXECUTIVE AGENT

3. To aid him in discharging his responsibilities the Executive Agent has established the following administrative arrangements:

a. Assistant to the Executive Agent for NCS. The Executive Agent has designated Mr. Solis Horwitz as his Assistant for the NCS. He has given Mr. Horwitz responsibility for receiving and processing requirements from Agencies served by the NCS, for reviewing progress being made in attaining the objectives of the NCS, making recommendations to the Executive Agent on tasks to

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

be assigned and on other matters as appropriate.

b. Manager, NCS. The Executive Agent has given the Director, DCA, additional responsibility as Manager, NCS. In this capacity he will employ the DCA staff and call upon other Agencies and upon elements of DOD as necessary for the accomplishment of tasks assigned by the Executive Agent, work in close coordination with the representatives of Agencies with regard to assigned tasks, and inform Agencies of actions recommended which affect their requirements or affect the subsystems or elements of the NCS for which they are assigned responsibility.

c. Representatives of Other NCS Government Agencies. GSA, State, FAA, and NASA have each been requested to designate a responsible individual to serve full time as its representative to the NCS Executive Agent and to work with the Manager, NCS. Such representatives shall be the primary point of contact between their Agencies and the Executive Agent's staff in the DOD. Other Agencies have been requested to designate a point of contact for dealing with the Executive Agent on matters pertaining to the NCS.

DEFINITION OF AND PLANNING THE ESTABLISHMENT AND [illegible]EMENT OF THE NCS

[illegible]e Executive Agent is responsible for designing the NCS for the approval of the President, developing plans for fulfilling approved requirements and priority determinations, and recommending implementation responsibilities. To accomplish his responsibilities, the Executive Agent has directed the Manager, NCS, to undertake the following tasks in coordination with the other interested Agencies:

a. Definition of NCS. Prepare for the Executive Agent to submit to the President by 15 September 1963, recommendations identifying those communications assets which should be included now in the NCS and additions which should be considered for possible later incorporation.

b. Operating Responsibilities. Prepare for the Executive Agent to submit to the President, simultaneously with the NCS definition, recommendations as to which Government Department or Agency

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

should have responsibility for installation, operation, maintenance, and modification of NCS assets identified in a. above, including responsibility for budgeting and funding.

c. Initial Plan. Prepare for the Executive Agent to submit to the President by 1 November 1963 a near-term plan setting forth initial objectives to be achieved and requirements to be met by the NCS, and recommending modifications or improvements affecting the FY 1965 budget. During the preparation of the plan all proposals for modifications and improvements will be examined within the overall NCS context and, as appropriate, incorporated in the plan. For those proposals not incorporated in the plan, the Executive Agent will submit to the President the reasons for the recommendation along with any differing view of the affected agency.

d. Annual Long-Range Plan. Prepare for the Executive Agent to submit to the President by 1 April 1964, and annually on that date thereafter, a Long-Range Plan (covering the forthcoming FY and four FY's thereafter) updating objectives and requirements to be met by the NCS, identifying requirements not fully met and recommending further modification and improvement as necessary. Where appropriate, the Long-Range Plan will present and cost alternative ways of satisfying user requirements. Issues of policy and differences of views between agencies will be identified. During the preparation of the Long-Range Plan, all proposals for modification and improvement will be examined and appropriate proposals will be incorporated in the plan. In addition, the plan will recommend any appropriate changes in the assets to be included in the NCS and in assignment of responsibility to the Agencies. For proposals not recommended for inclusion in the plan or for other controversial aspects, the Executive Agent will submit his views to the President along with the differing views of the other Agencies.

5. By 1 October 1963, and annually thereafter on 1 January, the Special Assistant to the President will furnish to the Executive Agent any communications requirements on the NCS unique to the Presidency so that these requirements can be reflected in NCS plans prepared by the Executive Agent.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

The Director of the Office of Telecommunications Policy

REVIEW AND APPROVAL OF REQUIREMENTS

6. ~~The Special Assistant to the President~~ has responsibility for advising the President with regard to communications requirements to be supplied by the NCS, responsibilities of Agencies in implementing and utilizing the NCS, the guidance to be given to the Executive Agent with regard to design and operation, and the adequacy of system designs developed by the Executive Agent. He is charged also with formulating and issuing to the Executive Agent guidance as to relative priority of requirements and with insuring that there is adequate planning to meet future needs of the NCS.

Director of the Office of Telecommunications Policy

7. To assist the ~~Special Assistant to the President~~ and the President in the review and approval of communications requirements to be satisfied by the NCS, the following procedures are established:

a. Certain Agencies, such as DOD, GSA, FAA, NASA and State, will be assigned responsibilities for operating, and budgeting and funding for specific components of the NCS and for meeting specific requirements of the NCS as indicated in paragraph 4b of this document. The processing of NCS requirements and the preparation of plans to meet these requirements will be accomplished in the following manner:

(1) Agencies having requirements for service within the NCS will submit their requirements by 1 December to the operating agency designated as responsible for providing the required service.

(2) Agencies operating components of the NCS will consolidate their own requirements for their components of the NCS and those of the other Agencies for which they are responsible for providing service. The consolidated requirements, together with the proposed plan for meeting the requirements, will be submitted to the Executive Agent by 1 January. Such operating agencies will include initially the DOD, GSA, FAA, NASA and the State Department.

(3) The Director, Office of Emergency Planning, will submit his requirements for communications support including

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

the Agency relocation centers (ARC) to the Executive Agent by 1 January.

(4) All civil agencies having CONUS requirements for service from the NCS, except where covered in (2) and (3) above, will submit these to the Executive Agent through the Administrator of General Services, for his comment as to the appropriateness of meeting the need through the Federal Telecommunications System (FTS) component of the NCS. If considered appropriate by the Administrator of General Services, the necessary capability will be incorporated in his plan submitted in accordance with (2) above.

(5) The form for submission of requirements, and of plans for fulfillment, will be prescribed by the Executive Agent.

(6) The Executive Agent will transmit, for advanced information, one set of Agencies' submissions to the Special Assistant.

b. Procedures for meeting requirements associated with the day-to-day operations within the NCS will be promulgated by the Executive Agent.

c. Subject to any guidance from the Special Assistant to the President as to relative priority of requirements, the Executive Agent will examine the Agencies' statements of requirements and proposals for modifications and improvements to the NCS and, based upon his review, integrate these, as appropriate, into the consolidated statement of requirements and NCS Long-Range Plan for submission to the President.

d. The ~~Special Assistant to the President~~ Director of the Office of Telecommunications Policy will review the Initial and Long-Range Plans, which include the statement of Agency requirements, the plans for meeting these requirements, and policy matters, and will make appropriate recommendations to the President. The plans and requirements, as approved by the President, will constitute the basis for implementation of the NCS.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

e. The NCS Operating Agencies (initially DOD, GSA, FAA, NASA, and State) will include in their programs and budgets the necessary funds to carry out their specific NCS responsibilities under the approved plans. These will be subject to the normal budgetary review process.

CHANGES IN APPROVED PLANS AND REQUIREMENTS

8. Requirements and plans will be subject to modification to meet changing conditions between planning cycles. Responsibility for meeting the changed circumstances and requirements lies with the NCS Operating Agencies, where such changes do not involve significant departure from approved NCS objectives or plans. However,

a. Where a change may affect adversely any Agency's capability to carry out assigned responsibilities or to meet requirements under the approved plans, the Agency will immediately inform the Executive Agent and submit to the Executive Agent any recommended corrective action. The Executive Agent will consider the recommended corrective action and other alternatives and will take action as appropriate.

b. Where an agency requires assistance or service from the NCS not provided for in approved plans, it will transmit the requirement to the Executive Agent. If the Executive Agent considers the requirement to be valid and that it can be met from existing NCS resources, he will approve the provision of such assistance or service after concurrence of the operating agency concerned. The Executive Agent will inform the ~~Special Assistant~~ Director of the Office of Telecommunications Policy of any such approvals which depart significantly from approved requirements or plans for the NCS. In case of disagreement between the agency and the Executive Agent as to validity, the matter will be referred to the President. Should provision of such assistance or service not be possible within existing NCS resources, a plan for provision of the additional resources will be developed by the Executive Agent who will make recommendation to the President as appropriate.

c. Major changes in the definition of the NCS, major changes in the assignment of Agency responsibilities and significant issues of policy will be submitted by the Executive Agent to the President for his approval.

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

INITIAL TASKS TO BE PERFORMED

9. The Executive Agent has directed the Manager, NCS, to accomplish the tasks outlined in paragraph 4 above as well as certain other initial tasks, as described in the attachment.

Attachment:
Statement of Initial Tasks for the National Communications System (NCS)

Approved For Release 2004/09/23 : CIA-RDP79M00096A000500030010-5

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ATTACHMENT

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Statement of Initial Tasks for the National Communications System (NCS)

The following ten tasks pertaining to the NCS have been assigned to the Manager, NCS, by the Secretary of Defense in his capacity as Executive Agent, NCS:

a. Task 1. Prepare recommendations for submission by me to the President identifying those national governmental communications assets which should be included now in the NCS as subsystems or components of the NCS and additions which should be considered for later incorporation. Target date - 6 September 1963.

b. Task 2. Prepare simultaneously recommendations for me regarding which Government Department or Agency should have responsibility for installation, operation, maintenance, modification (including budgeting and funding responsibility) of each subsystem or component identified in a. above. Target date - 6 September 1963.

c. Task 3. Prepare proposals for organizational arrangements and necessary procedures for the NCS which will accomplish effective allocation, reallocation, and arranging for restoral of circuits and channels and other assets of the NCS to authorized users based on approved requirements and priorities. Target date - 7 October 1963.

d. Task 4. Prepare a near-term plan for FY 1965 budget guidance and later a long-range plan, recommending objectives, modification and improvement in the NCS as necessary to provide communications for the Federal Government

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under all conditions ranging from normal situations to international crises and national emergencies, including nuclear attack. Target date for completion of the initial near-term plan is 1 November 1963 and for the initial long-range plan is 1 April 1964.

e. Task 5. Prepare and issue operational guidance which will prescribe the standards and practices governing operation, maintenance and installation of the NCS. Such guidance will include provisions for the maintenance of necessary records to insure effective utilization of NCS resources. Target date for an initial report on accomplishment - 2 December 1963.

f. Task 6. Prepare for my consideration a plan to accomplish assignment of radio frequencies for the NCS and for monitoring radio frequency utilization. Target date - 4 November 1963.

g. Task 7. Prepare for my approval a plan for the exercise and test of NCS effectiveness. Target date for the accomplishment - 2 December 1963.

h. Task 8. Prepare proposals for establishing a realistic priority system to govern reallocating and restoring of circuitry and other assets of the NCS so as best to meet National Government needs in time of an emergency. Target date - 2 December 1963.

i. Task 9. Prepare for my approval a plan and recommend a structure for carrying out research and development essential to the progressive improvement of the NCS. Target date - 2 December 1963.

j. Task 10. Prepare and submit recommended revisions as necessary in organization structure, manpower needs and financial requirements for you to accomplish your responsibilities, this to be based on early consultation and coordination with the Designated Representatives of other operating agencies. Target date - 15 September 1963.

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